



Council of the European Union
General Secretariat

Brussels, 19 May 2025

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LIMITE

ENER
CYBER
RELEX
PROCIV

HYBRID
TELECOM
COMPET
ENV
CLIMA

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CONTRIBUTION

From:	General Secretariat of the Council
To:	Working Party on Energy
Subject:	Council Conclusions on energy security: FR comments (ST 8525/25)

Delegations will find in the annex the FR comments on the Council Conclusions on energy security (ST 8525/25).

Brussels, 7 May 2025
(OR. en)

8525/25

LIMITE

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NOTE

From:	General Secretariat of the Council
To:	Delegations
Subject:	Draft Council Conclusions on strengthening the Energy Union through reinforcing energy security

In view of the Energy Working Party on 8 May 2025, delegations will find in the annex REV1 of the draft proposal for the abovementioned Council conclusions.

New text is **bold underline** and deletions are ~~striketrough~~.

Draft

Council Conclusions on strengthening the Energy Union through reinforcing energy security

RECALLING:

- that the primary aim of the Energy Union¹ is **to further develop the European single market**, to provide safe, **secure**, clean and affordable energy for the EU citizens **and industries**, while Europe's reliance on ~~imported~~ fossil fuels causes energy price volatility, and high supply costs, and makes the EU vulnerable to external pressure and global market ~~uncertainty~~ **instability**;
- that since Russia's war of aggression against ~~the~~ Ukraine the EU ~~has embarked on an~~ **accelerated its** ambitious project of decreasing its dependency on fossil fuels and significant milestones have already been achieved, owing ~~to~~ in particular **to**:
 - the Commission Communication of March 2022² proposing the outline for the REPowerEU Plan for more affordable, secure and sustainable energy;
 - the Versailles Declaration of March 2022³ highlighting energy security and the need to phase out the EU's dependency on Russian fossil fuels as soon as possible;
 - the Commission Communication on REPowerEU of May 2022⁴ on reducing dependency from Russian energy, speeding up the **clean-zero and low carbon** energy transition and achieving a more resilient energy system and a true Energy Union, which was followed by a series of important emergency legislative instruments adopted by the Council, **as well as the legislation under the "Fit for 55" package**;

¹ COM (2015) 080 final

² COM (2022) 108 final

³ Text available on: <https://www.consilium.europa.eu/en/press/press-releases/2022/03/11/the-versailles-declaration-10-11032022/>

⁴ COM(2022) 230 final

- the European Council conclusions of April 2024⁵ and of March 2025⁶ underlining the importance of agreed energy targets and ~~of achieving a~~ genuine Energy Union before 2030, by securing the supply of abundant, affordable and clean energy, that serves the dual objective of pursuing European energy sovereignty and climate neutrality and calling on the EU institutions, the Member States and other relevant stakeholders to work together to deliver on those goals;
- ~~the Council Conclusions on Advancing Sustainable Electricity Grids Infrastructure of May 2024⁷, which emphasise the need to be protected~~ **protect the EU** against new threats and ~~a~~ the need for a coordinated set of energy security measures;

TAKING NOTE of:

- **the Council Recommendation on a Blueprint to coordinate a response at EU level to disruptions of critical infrastructure of June 2024⁸;**
- the Commission Communication of February 2025 on the Action Plan for Affordable Energy which presents measures to lower energy bills, to accelerate the implementation of cost-saving structural reforms, **to complete the Energy Union** and to strengthen the EU energy systems to mitigate future price shocks;
- **the Commission Communication of February 2025 on the Action Plan for Cable Security which aims to further increase the security and resilience of the EU's infrastructuresubmarine cables, including both electronic communications and electricity cable infrastructure;**
- ~~the Council Recommendation on a Blueprint to coordinate a response at EU level to disruptions of critical infrastructure, adopted in June 2024⁷~~
- the Commission Communication on European Internal Security Strategy of April 2025 aimed at strengthening the EU capabilities to respond in particular to hybrid threats such as sabotage and malicious cyber activity against critical energy infrastructure;
- **the Commission Communication of 6 May 2025 on the Roadmap towards**

Commented [A1]: Commission communication should not be put at the same level as EU agreed text

Commented [A2]: This modification is suggested in order to align the language with the Action Plan for Cable Security

⁵ EUCO 12/24

⁶ EUCO 1/25

⁷ ST 10459/24

⁸ (C/2024/4371)

ending Russian energy imports⁹.

STRESSING:

- the importance of staying on track towards the EU's climate neutrality objectives;
- as accelerating the deployment of net zero and low carbon energy technologies, including renewable energy and improving energy efficiency will not only drive down energy costs but also reduce EU's dependency on fossil fuels and its exposure to their inherent price volatility;
- the need to create ~~while creating~~ a level playing field for investments in net zero and low carbon clean energy technologies and strengthening their domestic production capacities that allow greenhouse gas emissions to be decreased in Europe and beyond ~~in a technologically neutral way,~~ as well as to protect environment, combat pollution, conserve and restore nature and biodiversity;
- the need for swift implementation of the existing legislation as a foundation for a genuine Energy Union that delivers competitiveness, affordability, security and sustainability;
- the need for further diversification of energy supplies and development of indigenous local energy resources to reduce the EU's vulnerability to external political and economic pressure and global prices shocks and high dependencies in value chains, ~~and to strengthen the EU's global position in crucial global value chains,~~ by securing better access to critical raw materials and secure components and ~~to-by investing in~~ domestic clean technology manufacturing capacities that contribute to climate neutrality by 2050;
- that the EU can take advantage of its full economic and political potential in an unstable global environment only when it stays united and speaks with one voice in relation to third countries while remaining committed to multilateralism in the global political dialogue;
- the central role of demand reduction and energy efficiency measures as demonstrated during the energy crisis;
- that the strength of the EU's internal energy market is the cornerstone which allows the EU and its Member States to pursue an ambitious transformation of their energy sectors

Commented [A3]: Renewables are not the only way to reach climate neutrality. It's therefore necessary to:
1 split the paragraph
2 recognize the role of all zero-low carbon energy technologies

Commented [A4]: Maintaining and preserving technological neutrality is crucial for the French authorities.

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Commented [A5]: The French delegation considers that the term "clean" is too general and proposes to draw inspiration from the conclusions of the European Council of March 20, which mentions "using all net-zero and low-carbon solutions".

Commented [A6]: Maintaining and preserving mentions related to technological neutrality is crucial for the French delegation.

Commented [A7]: It seems appropriate to align the language with the nature restoration law

⁹ COM/2025/440

with a view to providing secure, sustainable, clean and affordable energy for their consumers, while taking into account national circumstances, in particular of **outermost regions and energy isolated Member States**;

- that Europe needs to reduce its strategic dependencies on ~~a limited number of third~~ country suppliers in sensitive sectors, including critical raw materials **and secure components:**
- ~~that recent actions aimed at events damaging critical EU energy infrastructure on land and at sea highlight the need for~~ require stronger coordination between the EU and NATO ~~and at regional level,~~ in monitoring and physically securing vital electricity and gas interconnections between the Member States and with **reliable** third countries.

Commented [A8]: This kind of questions have already been discussed in the PROCIV CER working group, in charge of critical infrastructure at the EU level. French authorities have reservations coordination with NATO and third countries in this regard. French authorities hereby ask for the deletion of this paragraph.

TAKES STOCK OF THE PROGRESS ACHIEVED:

- under the 2022 REPowerEU Plan in decreasing the EU's reliance on imports of **fossil fuels** ~~fuels energy~~, from the Russian Federation in particular, and in lowering the consumption of fossil fuels in Europe, while maintaining stable supplies of energy for EU customers;
- in strengthening the EU's legal framework on energy savings, energy efficiency and facilitation of deployment of **clean net zero and low carbon renewable** energy sources in line with the objectives of the REPowerEU Plan, through the adoption of specific legislation during the energy crisis of 2022-2024;
- in swiftly deploying infrastructure aimed to boost the capacity to provide flexible imports of energy from outside the EU and limit bottlenecks in intra-EU flows of energy;
- in successfully finalising key long-term infrastructure projects across the EU aimed at strengthening the energy security and resilience of the EU Member States, while NOTING that work on important missing infrastructure links is still needed in some regions;
- **on the extension and revision of the gas storage regulation with a view to maintaining security of gas supplies in winter while preventing speculations and manipulations on the gas market and allowing Member States to store gas in a more flexible way**¹⁰.

Commented [A9]: In line with decisions taken at that time

Commented [A10]: Maintaining and preserving mentions related to technological neutrality is crucial for the French delegation.

¹⁰ The wording of this subparagraph may be adjusted based on the results of interinstitutional negotiations on the gas storage regulation

WELCOMES:

- the presentation of the Commission Communication on the Action Plan for Affordable Energy, which sets out, in particular, structural measures to deliver a genuine Energy Union for competitiveness, affordability, security and sustainability, while STRESSING the need to design and implement, as soon as possible, short-term measures, including, where appropriate, by Member States, to limit the burden of high energy costs on households and industry and to be prepared for potential energy crises, while maintaining effective market price signals and ensuring stability of financial and energy markets;
- the progress made in creating the Energy Union while NOTING that some elements of the EU energy architecture and legislation require fine_tuning, in particular when it comes to exploring the full potential of all innovative and technologically neutral solutions aimed at decarbonising the EU's ~~electricity and gas~~ energy sectors and ~~its industries;~~
- the Commission initiative to launch an Energy Union Task Force consisting of high-level representatives of the Member States, institutions and relevant bodies to further strengthen coordination and governance of the Energy Union;
- the planned establishment of a tripartite contract for affordable energy for Europe's industry aimed at creating a favourable investment climate in the energy sector and at increasing the competitiveness of European industry;
- ~~the adoption of~~ the Commission Communication of May 2025 on the Roadmap towards ending Russian energy imports, which ~~proposcs~~ sets out the an EU-wide action plan for an effective and coordinated phase out of Russian energy imports from the EU market;
- the launch, through the Omnibus workstream, of the simplification exercise across important EU legislation which ~~has~~ is expected to have a profound impact on lowering the regulatory burden for companies in the energy sector ~~operations of energy companies~~ and energy intensive industries while maintaining alignment with the original policy objectives, notably with climate targets and policies, and ensuring stability and predictability in the EU regulatory framework.

Commented [A11]: The French authorities consider that the simplification omnibus should not include provisions that could be detrimental to the gains made very recently during the fit-for-55 package negotiations, especially about energy efficiency and energy sufficiency.

As the transposition period for the Energy Efficiency Directive (EED, 2023/1791/EU) comes to an end on 10 October 2025, it is essential to maintain the stability of this text so that the regulatory and legislative work already undertaken by the Member States can be finalised and the transposition texts already adopted are not called into question.

In addition, Article 35 of the EED provides for an assessment of its implementation by 28 February 2027 at the latest, in order to determine whether certain provisions need to be amended in the interests of regulatory simplification and whether new provisions need to be proposed. Simplification measures will therefore be identified in the medium term, within the framework provided by this directive.

- the work done so far in the Council on the extension and revision of the gas storage regulation with a view to maintaining security of gas supplies in winter while preventing speculations and manipulations on the gas market and allowing Member States to store gas in a more flexible way⁸

HIGHLIGHTS:

- **that Member States have demonstrated their continued commitment to the objectives of the Energy Union, notably through the significant enhancement of their final National Energy and Climate Plans. Further efforts are still necessary to fulfil the five dimensions of the Energy Union and to ensure the full implementation of the 2030 framework;**
- that the level of ambition of the targets established within the Fit-for-55 package should not be lowered, at least in a short-term period, since those targets have been set up to reach carbon neutrality in 2050 and since the transposition process requires stability;
- that Russia's war of aggression against Ukraine has resulted in large scale destruction of the Ukrainian energy system. Continued support from the EU and the Member States is required to stabilise energy supplies to Ukraine, **strengthen** ~~increase~~ resilience and **improve** nuclear safety **and security. Coordinated international effort is needed to support** ~~reconstruction,~~ **and decentralisation and decarbonisation of Ukrainian** energy systems, in particular through in kind and financial support, and through structural assistance in transforming the Ukrainian energy sector and legal system by means of accelerated regulatory alignment with the EU with a view to achieving closer energy integration and **taking into account Ukraine's status as a candidate country** negotiating accession to the EU;
- that the Council **takes note of the Comprehensive Strategy for Energy Independence and Resilience of Moldova and** aims to ~~continue providing support to~~ Moldova, which faced an unprecedented gas crisis in the beginning of 2025 and has successfully managed to diversify its energy sources and launch a process of decarbonising its economy and energy sector to increase its resilience, ~~and~~ speed up its modernisation **and facilitate regulatory alignment with the EU;**
- the integration of the Baltic States into the European Continental System on 9 February 2025 while REITERATING that the successful integration with the EU internal energy market, through the support of the Connecting Europe Facility, contributes to security of supply not only in the Baltic Sea region but in the entire EU,

Commented [A12]: The synchronisation of the Baltics into the EU's electricity grid is a flagship project which has been supported by the Commission with unprecedented political, technical and financial backing over the past 15 years. This includes over €1.23 billion in grants from the EU's Connecting Europe Facility, covering 75% of the investment costs, as well as further investments financed under the Recovery and Resilience Facility in Latvia and Lithuania to strengthen electricity infrastructure.

and that this will further strengthen the integration of Baltic States in the EU
energy/renewable energy in the EU system;

Commented [A13]: The objective of the Baltic States' synchronization is to strengthen their integration in the EU energy system and is unrelated to strengthening the development of renewables

- the role of Union's enhanced energy cooperation with Energy Community Contracting Parties focusing on security of supply, diversification of routes and sources, and energy transition and NOTES that 2025 marks 20th anniversary of the signature of the Energy Community Treaty in Athens;

CALLS ON the Commission to:

- continue its work towards fully phasing out ~~fossil fuels~~energy fuel supplies, in particular from unreliable suppliers in the spirit of Versailles declaration from March 2022 and to reinforce efforts to achieve a fully integrated and interconnected energy market;
- continue its work towards the completion of the Energy Union, in particular by facilitating the swift implementation of the adopted legislation, including the Governance Regulation, and ensuring the prompt and effective execution of theas well as measures and initiatives set out in the Action Plan for Affordable Energy where appropriate;
- put forward, by the end of June 2025, the proposals referred to in the Roadmap towards ending Russian energy imports;
- speedily assess which parts of the existing energy acquis may be subject to simplification under the Omnibus programme, while ensuring stability and predictability in the EU regulatory framework;
- present, at the latest by the last quarter of 2025, a comprehensive package of solutions aimed at expanding, strengthening, modernising, making more efficient and digitalising the EU energy transmission and distribution infrastructure which will allow for the continued transformation of EU energy systems with a view to reaching climate neutrality in 2050 and achieving a genuine Energy Union that delivers competitiveness, affordability and security for all Europeans, by putting forward a European Grids Package consisting of legislative proposals and non-legislative measures to, inter alia, simplify EU rules on grids, strengthen cross-border and distribution planning to better look into flexible demand, integrate EU and regional needs, ensure the delivery of projects, and support fair cost- sharing mechanisms for key cross-border projects of common interest, while respecting the principle of subsidiarity;
- put forward legislative proposals to accelerate permitting for energy infrastructure,

Commented [A14]: This modification is suggested in order to align the language on the Versailles declaration

Commented [A15]: No reason for flagging a specific regulation

Commented [A16]: A European grids package is important, but it is also important to preserve national prerogatives, especially when it comes to infrastructure planning.

storage and renewables, including streamlining environmental assessments and reducing permitting deadlines for an accelerated energy transition as part of the European Grids Package as indicated in the Action Plan for Affordable Energy;

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- assess the financing needs for **existing and** new energy infrastructure projects, with a special focus on removing infrastructure bottlenecks and strengthening the security, ~~and resilience~~ **and repair capacities with respect to** energy infrastructure **and supply chains**, ~~in cooperation with NATO and likeminded third countries,~~ against potential physical and cyber-attacks, both on land and at sea, and present its assessment to the Council and address the findings through upcoming legislative proposals including the European Grids Package; This assessment should be made in coherence with the work of the EU-NATO Structured dialogue, if considered relevant by the Council;
- ~~improve the conditions for investing in energy generation in Europe so as to allow~~ for all net zero and low carbon clean energy technologies to contribute to the process of transformation and decarbonisation of the EU energy mix;
- ~~continue its work towards energy security through the implementation of energy sufficiency and energy efficiency measures, which both lead to energy savings, and;~~
- analyse and, **if needed**, present to the Council in ~~the first quarter of~~ [2026] initiatives and instruments aimed at increasing energy efficiency **and electrification** and at providing further incentives for energy savings in order to support the Member States in the implementation of existing legislation;
- strengthen the cybersecurity architecture of the European energy system in accordance with the NIS2 Directive, with a particular focus on enhancing the resilience of **energy consumers, producers**, transmission and distribution networks, in particular through improved coordination between Member States and the Union, deployment of advanced IT-based management tools, real-time monitoring, and early warning;
- ~~present a comprehensive review of the current EU energy security regulatory framework by the end of the first quarter of 2026;~~
- ~~:~~
- [Placeholder for additional wording on energy infrastructure]

Commented [A17]: French authorities have reservations about the appropriateness of cooperating with NATO and third countries in assessing the funding provided for European energy security.

Commented [A18]: Maintaining and preserving technological neutrality is crucial for the French authorities.

Commented [A19]: Energy savings must remain a target

Commented [A20]: French authorities support this reinforcement, as part of the implementation of NIS 2 Directive.